

## Message Text

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ACTION EUR-25

INFO OCT-01 ISO-00 CIAE-00 DODE-00 PM-07 INR-11 L-03

NSAE-00 NSC-07 PA-04 RSC-01 PRS-01 SP-03 SS-20

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R 171107Z SEP 74

FM USMISSION BERLIN

TO SECSTATE WASHDC 3988

AMEMBASSY BONN

INFO AMEMBASSY LONDON

AMEMBASSY MOSCOW

AMEMBASSY PARIS

USMISSION NATO

C O N F I D E N T I A L BERLIN 1612

EO11652: GDS

TAGS: PGOV, PFOR, US, UK, GE, FR, UR, WB

SUBJECT: TRAVEL TO AND THROUGH GDR

REF: A. BONN 13748

B. STATE 1446

1. SUMMARY: WE BELIEVE TRAVEL IN GDR BY MEMBERS OF STATIONED BERLIN FORCES, WHICH INCLUDES USBER PERSONNEL, SHOULD BE CONSIDERED IN TWO STAGES. IN FIRST STAGE, WE WOULD FAVOR PERMITTING FORCES PERSONNEL TO TRAVEL IN GDR FOR PURPOSES OF RECREATION AND TRANSIT TO THIRD COUNTRIES, E.G., POLAND, CZECHOSLOVAKIA, SWEDEN AND DENMARK, WHILE WE CONTINUED TO USE QUARDIPARTITE-GUARANTEED ACCESSS ROUTES EXCLUSIVELY FOR TRAVEL FROM BERLIN TO FRG. WE BELIEVE USBER AND MILITARY TRAVEL SHOULD BE PLACED ON NON-DISCRIMINATORY BASIS ALTHOUGH, AS PRACTICAL MATTER, MILITARY TRAVEL WOULD BE SUBJECT TO GREATER RESTRICTIONS IMPOSED BY COMMANDERS. AFTER EXPERIENCE WITH THIS SYSTEM, WE RECOMMEND EXAMINING WHETHER FURTHER LIBERALIZATION WOULD BE JUSTIFIED IN A SECOND STAGE. END SUMMARY.

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2. FOR WELL-KNOWN LEGAL, SECURITY AND POLITICAL REASONS, US HAS LONG COMPLIED WITH SELF-IMPOSED RESTRICTIONS ON TRAVEL OF US OFFICIAL PERSONNEL STATIONED IN WEST BERLIN TO AND THROUGH GDR. AS FOR LEGAL QUESTIONS, WITH ESTABLISHMENT OF RELATIONS WITH GDR THERE IS NO LONGER ANY REASON TO REFUSE TO ACCEPT GDR VISAS IN PASSPORTS. SECURITY PROBLEMS OF COURSE REMAIN. WE RECOMMEND THAT USBER AND MILITARY PERSONNEL HERE BE SUBJECTED TO SAME SECURITY RESTRICTIONS IN THEIR TRAVEL THROUGH AND IN GDR AS NOW APPLY TO TRAVEL IN OTHER EAST EUROPEAN COUNTRIES. BASIC POLITICAL PROBLEM REMAINING AFTER ESTABLISHMENT OF DIPLOMATIC RELATIONS IS HOW BEST TO PREVENT GDR FROM USING NEW SITUATION TO INJECT ITSELF INTO THOSE ASPECTS OF TRAVEL WHICH ARE GOVERNED BY FOUR-POWER AGREEMENTS AND ESTABLISHED PRACTICES AND FOR WHICH SOVIETS, NOT GDR, HAVE RESPONSIBILITY. THIS SUGGESTS PARTICULAR CAUTION SHOULD BE EXERCISED IN HOW TRADITIONAL ACCESS ROUTES ARE USED OR NOT USED.

3. BASED ON ABOVE CONSIDERATIONS, WE RECOMMEND THAT USBER AND US MILITARY PERSONNEL IN WEST BERLIN INITIALLY BE PERMITTED TO TRAVEL IN GDR AND THROUGH GDR TO POINTS OTHER THAN FRG, SUBJECT TO APPROVAL OF US MINISTER BERLIN OR USCOB, RESPECTIVELY. THIS WOULD MEAN THAT USBER AND MILITARY PERSONNEL WOULD NOT TRAVEL TO FRG ON OTHER THAN TRADITIONAL ACCESS ROUTES TO AVOID ANY POSSIBLE CONFUSION BETWEEN WHAT WE CAN DO WITH THE PERMISSION OF GDR AND WHAT WE ARE CONTINUING TO DO IN ACCORDANCE WITH FOUR-POWER RIGHTS AND RESPONSIBILITIES.

4. AS WE ENVISAGE IT, MINISTER OR USCOB WOULD APPROVE TRAVEL APPLICATIONS, HAVING DETERMINED PLANNED TRAVEL WAS COMPATIBLE WITH GENERAL POLITICAL AND/OR SECURITY CONSIDERATIONS. PERSONNEL INVOLVED WOULD THEN OBTAIN GDR VISA AS NECESSARY ON PURELY PRIVATE BASIS WITH NO OFFICIAL SUPPORT EITHER FOR VISA REQUEST OR FOR TRAVEL ARRANGEMENTS.

5. WHILE WE SEE NO REASON WHY USG SHOULD IMPOSE DIFFERENT STANDARDS BETWEEN MILITARY AND CIVILIAN MEMBERS OF US OFFICIAL ESTABLISHMENT--TO DO SO COULD RAISE UNNECESSARY MORALE PROBLEM AT POST--THERE ARE GOOD REASONS FOR CONTROLLING

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APPROVAL OF MILITARY TRAVEL MORE TIGHTLY THAN USBER CIVILIAN TRAVEL, GIVEN AVERAGE SOLDIER'S LESSER DEGREE OF FAMILIARITY WITH LANGUAGE AND GDR CUSTOMS. WE WOULD EXPECT THAT USCOB WOULD IMPOSE UPON BERLIN GARRISON THE ADDITIONAL EXTRA SAFEGUARDS WHICH NOW APPLY TO MILITARY TRAVEL TO EASTERN EUROPE, INCLUDING REQUIREMENT FOR LEAD-TIME NOTICE TO USAREUR. WE NOTE PARENTHETICALLY THAT GDR MAY ITSELF FROWN UPON PERMITTING LARGE NUMBERS OF US SOLDIERS TO TRAVEL IN

THEIR COUNTRY.

6. CONSULAR PROTECTION FOR OFFICIAL AMERICANS STATIONED IN WEST BERLIN TRAVELING ON GDR VISAS WOULD NORMALLY BE PROVIDED BY EMBASSY IN EAST BERLIN. HOWEVER, IF MEMBER OF FORCES ON OFFICIAL DUTY IN GREATER BERLIN (E.G. PATROLS) SHOULD BLUNDER INTO GDR (AS HAS HAPPENED WITH BOTH FRENCH AND BRITISH SOLDIERS), WE WOULD OF COURSE WISH TO CONTACT SOVIET EMBASSY AS IN PAST. SINCE THEIR MISSION IS ACCREDITED TO SOVIET COMMANDER-IN-CHIEF, PERSONNEL OF THE US MILITARY LIAISON MISSION WOULD CONTINUE TO DEAL DIRECTLY WITH SOVIETS IN ALL THEIR BUSINESS.

7. THIS PROPOSAL AMOUNTS IN EFFECT TO OUR AGREEING THAT THERE SHOULD BE NO OFFICIAL TRAVEL BY USBER OR BERLIN MILITARY PERSONNEL IN GDR. SINCE ALL TRAVEL ON BERLIN-HELMSTEDT AUTOBAHN TO FRG, IN EAST BERLIN PROPER, AND ON ALLIED MILITARY TRAINS IS CONSIDERED OFFICIAL TRAVEL, THERE WOULD BE CLEAR DISTINCTION BETWEEN STATUS OF PERSONS VISITING GDR OUTSIDE EAST BERLIN, OR TRANSITING TO COUNTRIES OTHER THAN FRG, AND THOSE TRAVELING ON BASIS OF AGREED FOUR-POWER RIGHTS, RESPONSIBILITIES AND PRACTICES.

8. AFTER ABOVE TRAVEL CRITERIA HAD BEEN IN EFFECT FOR A PERIOD OF TIME LONG ENOUGH TO ASSESS THEIR WORKABILITY AS WELL AS GDR REACTION, WE WOULD PROPOSE REVIEW TO DETERMINE IF SITUATION WARRANTS EXTENDING TRAVEL POSSIBILITIES TO INCLUDE: A) TRAVEL BY RAIL TO POINTS IN GDR AND IN TRANSIT TO COUNTRIES OTHER THAN FRG; B) TRAVEL BY AIR FROM SCHOENEFELD; AND, C) PRIVATE RAIL AND AUTOBAHN TRAVEL TO FRG POINTS OTHER THAN HELMSTEDT.

9. USCOB CONCURS.KLEIN  
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## Message Attributes

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**Channel Indicators:** n/a  
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